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CHAPLAIN
IN
CIVIL AFFAIRS

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Chaplain in Civil Affairs

History of Civil Affairs

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Selection of Chaplain

1. Voluntary
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Preparation of Chaplain for CA duties

1. Language
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Conclusion

Chaplains if well selected, trained and assigned will be of great value to our military forces and the civilian population of occupied territories.

INTRODUCTION

Civil Affairs may be defined as "Those phases of the activities of a commander which embraces the relationship between the military forces and the civil authorities and people in a friendly occupied area where military forces are present. In an occupied country this may include the exercise of executive, legislative and judicial authority by the occupying power. (AR 320-5)

This definition includes the exercise of all governmental functions in a country by virtue of military authority. However it is not limited to this. It may be the exercise of governmental functions in a friendly country because of an agreement between the two. The degree of the control will vary with the situation existing in the occupied country, from direct and almost complete control, to mere supervisory control. The latter generally is found where the local government remains capable of carrying out its functions. It may be readily seen that there are various degrees of government between the aforementioned two general types.

HISTORY OF CIVIL AFFAIRS

ANCIENT HISTORY: To better understand this discussion of Civil Affairs it is fitting that we briefly peruse the history of the conquered and the conquering.

Many are the instances in Ancient history in which we find mention of the "conquering hero" and his glorious conquests,

of his enslavements of the vanquished.

One of the first ever recorded was the victory of Sargon I of Akkad. Almost a half a century later, Hammurabi in Babylonia, following in the development of civilization, continued to employ the same means as his predecessors of Samer in ruling their conquered, that of control through the native rulers.

Another half century later the Egyptians began very extensive military campaigns. It is known history that they were successful. Thus we read further in history of their many and varied relations with the peoples whom they conquered.

Where possible the Egyptians re-established the local rulers under the control of Egyptian Army Officers. They then gave to these people the benefit of their civilization, culture, and agricultural genius. In times of famine they furnished grain to the occupied areas.

MEDIEVAL: As we pass through another 500 years we see the Assyrians contribute to military occupation techniques. This history shows us that they were the first to organize occupied areas into provinces and govern them with military governors. This system ~~that~~ was to be used for many years by the unconquerable Romans.

However before the Romans appear on the scene, the Greeks were to set in motion a powerful military force that was to conquer millions under one of the most famous men of all time, Alexander the Great. It was his policy to assign to key posts

his fellow Greeks of known ability, and to the lesser civil posts the Persian governors. In this manner did he secure the support of the people and the use of the local resources.

It was the Romans who perfected the systems of the ancients and ruled Europe, Asia and most of Africa for over 1100 years. It is this expanse of time that lends tribute to their military might and gives plaudits to their governmental wisdom. As Roman law is held before us as the model and basis of modern jurisprudence in civil governments, so in military rule of conquered nations Roman genius for governing has been the light of hope both for conqueror and conquered.

Although many of the practices and customs of the Roman Military Government have been the basis of our own military governmental policies, the next 1500 years was not without its contributions. In this period after the decline of the once mighty glory of Rome we see the influx of a new type of civilization enter the stage of history. Generally these were known as the Barbarians. Perhaps they were to the cultured but decadent remnants of the past.

With the exception of Charlemagne and Napoleon no further major military governmental operations occurred in Europe. Both men it seems were more interested in the revival of the glory of Rome. History tells us they failed. In their failure they shed a new light on the theory of military government, that of annexing the conquered areas. Thus unlike the vanquished of

old who had no citizenship, except in a defeated country under a foreign power, they became first class citizens of the ruling country.

In the period after the Romans to the 19th century, there were few major occupations of note, other than racial and religious movements, or perhaps the colonial expansion of European nations into the New World, Africa, and the Orient.

EARLY AMERICAN: The very beginning of our country, with the landing of Christopher Columbus, was an occupation of native soil by foreigners. It wasn't occupation by military force at first. With the landing of immigrants on our Eastern shores a new nation was founded, with problems new to the immigrants to be overcome. Besides the land to be conquered there was the American Indian to be considered. How the Indians were treated has been the source of many legends. Whether they were exploited or mistreated to satiate men's greed for gold or lust of power is not the purpose of this treatise. It is sufficient to note that our government established a special bureau to consider what became known as "The Indian problem" or more poetically "The plight of the Red Man."

The first modern instance of what today is called Civil Affairs was by General H.L. Scott at Tampico, Mexico in 1847. General Scott exercised all the specialized functions of military government as we know them today. He took severe but just measures against both military and civilians offenders. He

exercised these functions under a type of organization suitable to his military needs, using desirable native personnel and existing agencies of government.

Experience in military government in the United States Army prior to the outbreak of the Civil War was rather brief and limited to the above mentioned instance of General Scott in Mexico. At the time of the Civil War the lessons of our former military government had never been formulated or prescribed. This, coupled with the fact that the legal status of the southern states was not a matter of general agreement, led to much confusion. There was very little uniformity in its operation. We remember no doubt the many instances of exploitation after the war as a result of the almost complete collapse of southern government as such. Their desire to be recognized as a separate nation contributed in part many misconceptions as to just how the captured lands and people should be treated. In general it can be said that a lack of uniformity and definite policy contributed to the general confusion of early reconstruction after the war.

The principles of United States Military Government as applied in Cuba by General Leonard Wood have had a significant influence upon our modern practice of military government. The rights governing the privileges and the responsibilities of the occupiers and the occupied, the technical administration of military government, and the practice of specialized functions

of military government were much the same in Cuba as at the present time. We might say that it was by trial and error and finally a synthesis of over government and under government.

EUROPEAN HISTORY: Prior to the outbreak of World War I our experience in military government was mostly with people who remained hostile to the United States and her troops after the war had ceased. With World War I the population after the cessation of hostilities were docile and for the most part cooperative. The experiences of our military government after World War I illustrated in detail many of the principles and techniques which had only been developed sketchedly in the earlier history of military government. In general it was characterized by the almost universal use of the existing civilian officials. With the help of civilian police, order was restored and maintained. As the combat divisions began to phase out and return to their homeland, it was decided that those personnel who had become most familiar with the process of military government should be left in command. Thus were the beginnings of an occupation type organization made in Germany. The regular division of the country into "kreis" became the division for the separation of command in the lower echelons of the military government. Here began the organizations of the lower units of military government.

DISCUSSION OF THE PROBLEM

Lessons are learned from each venture that is undertaken and military government is no exception. Even before the invasions of North Africa allied planning began.

World War I ended on a note of warning that future operations in military government, to prove most successful, should have a suitable organization with personnel trained to the task. Personnel were trained extensively by the War Department at various Army and civilian institutions. An elaborate administration organization was created which utilized the personnel trained to form and supervise the administration and initial deployment of military government teams, companies, and regiments.

The general plan for the occupation of Germany envisaged the employment of military government units and detachments following the capture of territory in such a manner that these units would be able to assume responsibility for those areas for which they had received extensive training. Military Government regiments were attached to army groups, armies, or to the communications zone headquarters as required. Military government companies or detachments were called forth as their need was anticipated and attached to combat units. The primary mission of the units with the combat forces was to assist the forward movement of the troops, by the control of the civilian population so as not to hinder the advance of the troops or

disrupt their supply and communication facilities. As the combat units moved forward these military government units which were to remain in place and were transferred to successful higher echelons of command. As soon as practicable, control of the small "kreis" teams was undertaken by the district and eventually the state teams. After the end of hostilities the operational combat teams were changed over to territorial or static type teams.

The military government operation began with the usual support of military operations progressing through successive stages and culminating in the rehabilitation of a nation to its former status and the ultimate return of its sovereignty.

In the Pacific the military government operated in much the same pattern. However there were very few operations that dealt with the occupation of land with large civilian population. US military personnel exercised control over populations of the Pacific area that were of varied racial origin, cultures and state of development. New problems were thus presented in dealing with this very 'foreign' type of culture often times termed the 'oriental mind'.

As has been stated previously, we learn by experience, trial and error. Continued development is necessary less in complacency we err. Our government is still studying methods of military government, striving to increase the efficiency and value of this phase of military operations. Perhaps there

is an aspect of military government that has been neglected in past considerations. It has been touched upon briefly in the foregoing history and development of Military Government. Namely that many and varied are the peoples that have felt the sting of the power of the United States. This power was unleashed in the manner of the powerful hand of a kindly but stern father over a recalcitrant child. As the sting of the "hair brush" subsides all is forgiven, the world of the family once again returns to its normal routine of living.

It is not that easy however when nations are the subjects of the paternal wrath of the United States. Many nations are involved,- thousands of people must be taught to love instead of hate-people must be fed and clothed-industry must be rebuilt so that the nation's economy will revive--governments must be re-established. The task becomes of monumental proportions. All of this and more in a normal war, if the term may be used. What proportions will be reached in a nuclear war? The thought alone is enough to bring sweat to ones brow. Consider for a moment the devastation of the last war-one that was fought with conventional weapons until that ominous day at Hiroshima. Remember the havoc at Hiroshima and Nagasaki! What is there for the world in the next war? It is possible that entire cities will cease to exist, perhaps a 'lucky' few will escape. In remembering Hiroshima and Nagasaki, we must remember that those bombs are already obsolete. It is with this thought in mind that our new military government

concepts have developed.

The Chaplain's part in this present organization seems to be adequate as a team, but the question arises, how many teams and how far down the chain of command will they be placed?

If the aim of Civil Affairs is to be more readily accomplished, it would seem that Chaplains should be placed as far down as possible in the echelons of Civil Affairs. At least they should be with the teams who will minister to medium size cities or a group of small cities, or a county.

Chaplains should have only as their secondary mission the ministering to CA personnel. Their primary mission should be to assist the commander in carrying out his mission.

Almost all countries have as part of their development some religious influence. In many countries this influence is an inseparable part of their culture and way of life. It is difficult for us to understand this at times. Instead of being the friendly father, we become the meddling monster. In this field the Chaplain can be the key to friendly operations, acceptance, and cooperation. This entails the realization of the value of the Chaplain as pertains to a particular country. This of course depends on the country in which the CA team is operating.

Especially is this true of Christian and Semitic countries, from whom our country has drawn the major portion of its heritage. We are closely identified with most of the European cultures as pertains to religion and some of those from the middle East. Yet

we are still far enough removed from them so as not to realize the part that religion plays in their daily life, be it political or economical. If thus be the case we innocently give offense, by neglecting to realize this fact.

As direct liason officer between the CA command and the people, working with full knowledge of the religious tolerances of the people, the Chaplain can present an understanding intelligent solution to many problems. This either through the native ruling clergy or the local populace. The bond of unity remains through Christian Charity though every other facet of acceptance has broken down.

To properly be employed the Chaplain should not merely be an advisor but a worker. If he is to be an effective worker, the Chaplain must be properly selected for the position, and then properly trained.

The selection should if possible be on a voluntary basis, for we know that interest will bring about better results in this type of work. Selection according to nationality of the Chaplain should be of great consideration. By this is meant that he should be of the same national background as the country in which he will work in CA team. It would not seem feasible to send a Chaplain of Polish descent into Germany for example..or one of Irish descent to Italy. Perhaps the greatest selection should be made on the basis of denomination, especially when the requirements of the country being occupied can be met in this regard.

There are some countries of the world where this could not at the present time be true, for example in Japan with its form of religion, or in Asia, and Africa. This would pertain mostly to the non Christian countries with the exception of the Semitic countries. Why send a Protestant to a Catholic country? Why send a Rabbi to a Christian country or a Protestant to a country where the Jewish religion is a part of their life? Even within certain countries we find many different religions according to the section of that country. Germany is a great example of this with its two main divisions, of Catholic and Protestant. The Lutheran is the predominant Protestant religion in Germany. So it would seem proper to send a Catholic to those Catholic sections like Bavaria and a Lutheran to the Lutheran sections not just a Protestant Chaplain of any denomination.

We have from first hand seen the results of close liason with the local clergy, be they Protestant or Catholic. The present policy of German Americans Relations, have brought this out very markedly in the past few years in that country. The writer has personally felt the acceptance by the people because of his Catholic faith, and at other times, the rejection because he was in a predominately Evangelisch or Lutheran section of the same country.

Thus the selection of a Chaplain on the basis of his religious faith becomes of great importance.

In the selection of these Chaplains, consideration must also

be given to their ability to speak the language of the country they will be in. Either this language should be part of their heritage or they should have the ability and adaptability to learn that language. This brings to light the necessary schooling of Chaplain. Not only in the language but also in the background culture, history, politics and all other aspects of the country, that might be of value in his work. He should receive much the same schooling in fact as any other CA Officer will receive.

There will be countries in which Chaplains will have little to do as far as any work with the populace because of the vast difference in religions. In this situation it is better for the Chaplain to remain completely in the background and not create any antagonistic attitudes from the people.

Perhaps as an example we should look into a country that could be a potential enemy of the United States, Russia, and its satellites. Because of the vast territory now engulfed by the Russian nation we can find almost any kind of religion within sphere of influence. Great consideration then must be given to the selection of Chaplain's if there is the possibility that this country were to be occupied. The wishes of the people must be determined in individual localities. Even after their selection and training proper supervision must be maintained so that they will arrive at the right place and at the right time for which they were originally selected and trained.

From the rather lengthy history of the Civil Affairs, lengthy to show the state of development to which it has come and its present purpose, we can see that a Chaplain in the Civil Affairs team should be not for the American personnel of the team primarily. Rather that should be their secondary mission. Particularly in countries where religion has been in great part their way of life and the basis for their customs, the Chaplain can be a key figure in the development of cordial relations with the populace. Surely the task of controlling the populace to meet with the demands of the military and the reestablishment of the local rule will be accomplished eventually. But the more easily and readily this can be accomplished, the better for all concerned. This suggestion is offered that the well chosen, well schooled, well disposed Chaplain can help in many instances to help accomplish this task with added efficiency.

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A SUMMARY OF CHAPLAIN (CAPT) JOHN J. O'NEILL'S

CHAPLAIN IN CIVIL AFFAIRS

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Chaplain O'Neill draws examples of Civil Affairs activities from ancient time to the present. He notes, that it was not until the end of World War I, that it was considered necessary to have an organization to train and supervise personnel in Civil Affairs.

Today's mission includes the chaplain. He should be positioned in the grass roots to assist the commander to carry out his program of civil activities.

The chaplain can be the key to friendly operations, acceptance and cooperation.

The selection of chaplains according to their faith and language ability is very important.

Chaplains should be trained similarly to any other officer working with or in Civil Affairs.

The chaplain assigned to a Civil Affairs team must by necessity consider that his primary task is not to the team members, but to the Civil Affairs mission. United States Army personnel will be his lesser concern.